

**CITY OF PEABODY****24 LOWELL STREET****PEABODY, MA 01960****P. 978-538-5700****F. 978-538-5980****OFFICE OF THE MAYOR  
EDWARD A. BETTENCOURT, JR.**

January 30, 2019

Mr. Frank Gardner  
U.S. Environmental Protection Agency  
5 Post Office Square  
Suite 100 Mail Code OSRR7-2  
Boston, MA 02109-3912

Dear Mr. Gardener:

On behalf of the City of Peabody, I am pleased to submit the enclosed Brownfield Assessment Grant funding proposal to the U.S. Environmental Protection Agency (EPA). We are requesting a total of \$300,000 in Hazardous Substance Assessment Grant funding, in the community-wide category, for critically needed and carefully targeted support to benefit the Riverwalk project located in the City's downtown North River Corridor.

Once the center of the region's thriving leather and manufacturing industry that supplied leather to the shoe factories and other industries, the North River Corridor is now comprised largely of vacant and blighted sites. The presence of industrial contamination at these sites makes their redevelopment a challenge. Several former tanneries have been converted to elderly housing, condominiums, while others remain vacant or are used for warehousing and storage. Most of the City's industry and commercial businesses are concentrated at industrial parks located outside of the downtown area. However, since most of the industry has moved outside the downtown, redevelopment of our centrally located but underutilized properties are critical to the economic development of our community and to maintain a stable tax base.

The Community-Wide Assessment funds will build upon the City's brownfield work conducted under the 2006 EPA Assessment Grant and 2008 Coalition Assessment Grant with the Metropolitan Area Planning Council and City of Salem, which completed 17 Phase I and 12 Phase II environmental assessments in the corridor. In addition, the assessment funds will further the assessment activities recommended in the City's 2017 Limited Subsurface Soil Investigation report for properties impacted by the development of the downtown Riverwalk.

The downtown Riverwalk, a one-mile green promenade located on the bank of the North River, is a public infrastructure project with the goals to provide much needed open space in the downtown area and encourage redevelopment of vacant buildings and land on adjacent parcels in the North River Corridor. Acting as a spine for economic growth and redevelopment, the Riverwalk would be surrounded by a mixed-use district with retail and housing elements and will reinstate the North River as the heart of the corridor and a catalyst for contemporary economic development.

From an environmental perspective, the current North River Corridor is unacceptable. Stormwater washes through the contaminated properties largely untreated, depositing contaminated sediment in the river and ultimately downstream into Salem Sound. The City of Peabody (population 52,987; 2017 Census) has experienced recurring flooding problems since the 1950's, and within the last twenty (20) years has experienced eight (8) major flood events within the target project area. Flooding caused by the existing drainage conditions in the North River and its tributaries has caused significant public safety, public health, environmental, and economic impacts throughout North River corridor community and Essex

county region. The development of the Riverwalk will mitigate flooding by providing permanent flood storage capacity and increase resilience against flooding in the corridor.

Assessment activities conducted within the North River Corridor will support the City's vision to develop the downtown Riverwalk and the creation of critically-needed pocket parks along the length of the river. Implementation of this project aims to enhance commercial and residential development, stimulate economic growth of underutilized downtown areas adjacent to the North River and improve public health by developing a recreational resource for city residents. The development of the Riverwalk would also link to the recently developed bike lanes and walking path within the North River Corridor with our downstream neighbors, the City of Salem, and facilitate an alternative mode of transportation between downtown Peabody to the Salem commuter rail station.

EPA funding will allow the City to continue our efforts to further environmental assessment activities on properties impacted by the development of the Riverwalk. The assessment program being proposed would consist of community engagement, conducting Phase I & II environmental site assessments, and reuse vision planning.

Peabody has built substantial momentum toward the revitalization of the corridor. The City has demonstrated success and competence in managing economic redevelopment grants and brownfield grants. We have experienced staff managing EPA Brownfield grants that are capable of implementing the grant fully and effectively. The assessment funds will allow the City to carry on our efforts, leading to tremendous economic, public health, and environmental benefits.

Key application information follows:

1. *Applicant Identification:* City of Peabody, 24 Lowell Street, Peabody, MA 01960
2. *Funding Requested:*
  - a. *Assessment Type:* Community Wide
  - b. *Federal Funds Requested:* \$300,000
  - c. *Contamination:* Hazardous Substance
3. *Location:*
  - a. *City:* Peabody
  - b. *County:* Essex
  - c. *State:* Massachusetts
4. *Property Information:* This is a community-wide assessment grant application.
5. *Contacts:*
  - a. *Project Director:* Brendan Callahan, Assistant Director of Planning, 978-538-5780 (phone), 978-538-5987 (fax), [brendan.callahan@peabody-ma.gov](mailto:brendan.callahan@peabody-ma.gov), Department of Community Development & Planning, 24 Lowell Street, Peabody, MA 01960
  - b. *Highest Ranking Elected Official:* Mayor Edward A. Bettencourt, Jr., 978-538-5700 (phone), 978-538-5980 (fax), [Edward.bettencourt@peabody-ma.gov](mailto:Edward.bettencourt@peabody-ma.gov), City Hall, 24 Lowell Street, Peabody, MA 01960
6. *Population:*
  - Peabody: 52,987, Census 2017
7. *Other Factor Checklist:* See Attachment

Thank you in advance for your consideration of our proposal. Please do not hesitate to contact me if you have any questions.

Sincerely,



Edward A. Bettencourt, Jr.

Mayor



**CITY OF PEABODY, MA**

**Proposal to US Environmental Protection Agency  
Brownfields Assessment Grant**

**RFP No.: EPA-OLEM-OBLR-18-06**

**Response to Other Factor Checklist**

**Section IV.D.**

<b>Other Factors</b>	<b>Page #</b>
Community Population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian Tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	<b>1, 2, 5, 6</b>
The priority site(s) is in a federally designated flood plain.	<b>1, 5, 6</b>
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy, or any energy efficiency improvement projects.	
30% or more of the overall project budget will be spent on eligible planning activities for priority brownfield site(s) within the target area.	



Commonwealth of Massachusetts  
Executive Office of Energy & Environmental Affairs

## Department of Environmental Protection

One Winter Street Boston, MA 02108 • 617-292-5500

Charles D. Baker  
Governor

Karyn E. Polito  
Lieutenant Governor

Matthew A. Beaton  
Secretary

Martin Suuberg  
Commissioner

January 8, 2019

U.S. EPA New England  
Attn: Frank Gardner  
5 Post Office Square, Suite 100  
Boston, MA 02109-3912

**RE: STATE LETTER OF ACKNOWLEDGMENT**  
***City of Peabody, Brownfield Assessment Grant Funding***

Dear Mr. Gardner:

I am writing to support the proposal submitted by the City of Peabody (City) under the Fiscal Year 2019 U.S. Environmental Protection Agency (EPA) Brownfield Assessment Grant Program. Funding from the EPA will allow the City to complete assessments in the North River Canal Corridor of the City. Assessments in this area will support the City's efforts to revitalize the underutilized corridor and advance several Phase I Environmental Assessments previously completed under MAPC-Salem-Peabody coalition assessment grant. A proposed Riverwalk will also benefit from the EPA grant money and provide a recreational resource, facilitate alternate transportation to the City of Salem train depot, and spur economic development along the corridor.

On January 23, 2015, Governor Baker signed his first Executive Order, creating the Community Compact Cabinet, in order to elevate the Administration's partnerships with cities and towns across the Commonwealth. Lieutenant Governor Polito chairs the cabinet, which concentrates financial, technical, and other resources at the state level to a select group of projects, including Brownfields. The City's compact was signed on May 31, 2016, ensuring any funding provided by EPA will be supported by a focused commitment of state resources.

We greatly appreciate EPA's continued support of Brownfield efforts here in Massachusetts.

Sincerely,

Paul Locke  
Assistant Commissioner, Bureau of Waste Site Cleanup

cc: Brendan Callahan, Assistant Director of Planning, City of Peabody  
Joanne Fagan, Brownfields Coordinator, MassDEP-NERO

**This information is available in alternate format. Call the MassDEP Diversity Office at 617-556-1139. TTY# MassRelay Service 1-800-439-2370**

MassDEP Website: [www.mass.gov/dep](http://www.mass.gov/dep)

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# 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

## 1.a TARGET AREA AND BROWNFIELDS

i. Background and Description of Target Area: The City of Peabody, Massachusetts is located in Essex County in a region known as the North Shore, approximately 18 miles north of Boston at the intersection of several major highways including Interstate 95, Route 128, and Route 1. In addition to these major roadways, Peabody has several waterways located within the City boundaries. The North River Watershed, which encompasses the majority of the City, and its associated tributaries, played a significant role in the region's industrial history. Given its strategic location and abundant waterways, Peabody was historically a major manufacturing and employment center of the North Shore, and specifically within the North River corridor area.

*The Downtown and North River Corridor, the target area for this grant application, consists of an area centered around the urban waterway called the North River that runs through the center, or downtown, of the City of Peabody.* The North River Corridor had been an industrial center since the days of the whaling industry and remained a center of the leather tanning industry since the birth of the Industrial Revolution. Peabody *was known as the "Leather Capital of the World"*. In the early 1900's, when the tanning industry peaked, the corridor was a bustling center of leather processing with over 8,600 men and woman working in 126 active tanneries along the banks of the North River but declined over the 2<sup>nd</sup> half of the Century. By the 1980's, most of the tanneries had locked their doors or burned in massive fires. The prevalence of contaminated properties and exposure to hazardous substances within the corridor bespeaks Downtown Peabody's heyday as a mecca for the leather tanning industry. The once thriving industrial activity within the North River corridor is long gone and the area is struggling from the many effects associated with numerous abandoned and underutilized brownfields. These sites have the reuse potential for public transportation, public rail trails, open space, flood mitigation, commercial and residential development opportunities.

According to the final report completed by the Metropolitan Area Planning Council (MAPC), the City of Peabody, and the City of Salem under a 2009 EPA Coalition Assessment Grant Program, *approximately 40 brownfield sites have been identified within the North River Corridor*, such as former tanneries, dry cleaners, automotive repair facilities and manufacturing complexes, that include a wide array of known or suspected environmental contaminants. As a result, the legacy of industrial activities has left the corridor an area of urban and environmental blight challenged by years of decline and resulting in little to no redevelopment. Sites with a history of leather tanning are often found to be contaminated with heavy oils, volatile organic compounds (i.e. toluene, xylene), heavy metals (chromium, lead, arsenic), sulfides, and formaldehydes. Polychlorinated biphenyls (PCBs) and hazardous building materials have also been detected on a number of sites within the target area.

Many of the brownfield sites within the target area lie almost entirely within the 100-year flood plain. Several significant storm events have produced severe flooding and deposited contaminated sediments throughout the corridor since the 1950's, most recently in October 1996, June 1998, April 2004, May 2006, March 2010, October 2011, and December 2014. The flooding coupled with the blight has contributed to the corridors 33% vacancy rate. The extent of contamination is not known, and the presence of un-remediated sites is an obstacle to revitalization efforts and economic development in this area.

ii. Description of the Priority Brownfield Sites: *The City has identified six (6) priority brownfield sites* located in the target area at: 13 Wallis Street, 21 & 24 Caller Street, 166 Rear Main Street, and 18 & 20 Howley Street. Each of these *six (6) contiguous target properties, separated only by Caller Street, are adjacent to the North River and are all located within the 100-year FEMA flood zone*. The properties include:

\* **13 Wallis Street**: From 1886 to 1982, part of the property was occupied by the Brown and Stanely Tannery. From 1917 to 1980, the property was once occupied by masons, including E.H. Porter Construction Company. Currently, the majority of this 1.6-acre lot is undeveloped and vacant.

\* **24 Caller Street:** Clark Steel Drum company has been operating (cleaning, turning, and painting 55-gallon drums) on the .98-acre property since 1980. Between 1960 and 1980, Aronson Barrel operated a similar business to Clark Steel Drum on the property. Prior to 1960 and dating back to the 1800's, the property and surrounding area were at the heart of Peabody's leather tanning industry. Evidence of tannery wastes exist on the site according to historic reports indicating the presence hides below the surface. Historic documents indicate the area allegedly was part of a landfill in the early 1800's.

\* **21 Caller Street:** The majority of the site is currently comprised of a mix-use residential/commercial building and parking lot area. The property has a documented history of releases to the environment and is regulated under the Massachusetts Contingency Plan (MCP). The site is subject to an Activity and Use Limitations (AUL), which restricts any activity or uses that involve the excavation, removal, and/or disturbance of soils greater than 3 feet below grade.

\* **18 and 20 Howley Street (formerly 166 Main Street):** From 1945 through 1984, this area (also including 150-166 Main Street and 21 Caller Street) was occupied by several leather and chemical companies, including Henry Leather Company & Smidth Chemical. According to historic documents, the primary activities included tanning and lacquer sprays and water emulsion coatings to finish leather. A fire occurred at the property in 1984 and destroyed the sites. There are several known release areas regulated by the Massachusetts Department of Environmental Protection (MassDEP) at the Site and there is evidence of historic fill materials including leather wastes. Currently, a portion of the property is occupied by the Azorean Brotherhood of the Divine Holy Ghost, a non-profit charitable religious corporation that originally served inexpensive meals to member of the community.

\* **166R Main Street:** This site has a documented history of environmental releases and is regulated under the MCP. An AUL restricts the use of the property for single family residential use. The AUL restricts any activity at the property that is likely to cause physical deterioration, breakage, or damage to the pavement or building foundations, unless such activity is first evaluated by an LSP. Like many of the other target properties, historical fill has been observed in the top 8 to 10 feet of soil. The primary contaminants of concern at associated with historic fill include heavy metals, polycyclic aromatic hydrocarbons (PAHs), and petroleum constituents.

#### 1.b REVITALIZATION OF THE TARGET AREA

Redevelopment Strategy & Alignment with Revitalization Plans: This grant will be utilized to implement action items outlined in the *City's Riverwalk Plan and Downtown Peabody Brownfield Revitalization & Economic Development Plan* and support Peabody's goal to develop a Riverwalk along the North River and ongoing revitalization efforts to spur investment and economic opportunities within the target area. These assessment funds will be utilized on the 6 target properties impacted by the proposed Riverwalk for the following purposes: 1) conduct or update Phase I ESA's for liability protection to the City prior to property acquisition and/or permit easements; 2) conduct Phase II ESA's to fill data gaps and develop reuse/cleanup plans and costs estimates; 3) conduct community outreach to educate the public on the Brownfields program and solicit feedback on cleanup and reuse plans; and 5) provide seed money to leverage additional resources with project stakeholders, such as the Salem/Peabody Brownfield Revolving Loan Fund (RLF) Program, the MassDevelopment Transformative Development Initiative (TDI) program, and the Massachusetts Gateways Park.

The City of Peabody, and local stakeholders have worked together to advance a compelling urban design vision for the North River Corridor. Driven by the aforesaid programs, with corridor stakeholders and plans completed by the City, we are making a concerted effort to implement the actions items in these plans and goal to enhance local public-private engagement, stimulate an improved quality of life, and spur investment and economic activity in the corridor. The proposed Riverwalk is poised to dramatically transform the corridor with the introduction of a recreational greenway, preservation and enhancement of river ecology, and potential flood storage.

The long-term vision of the Riverwalk is to eventually connect to Peabody's downstream neighbor, the City of Salem, and link to the Massachusetts Bay transportation Authority (MBTA) commuter-rail train station located

1.6 miles away. This connection is a regional goal and would provide an alternative and sustainable public transportation route for downtown Peabody residents that commute to Boston via the Salem Depot train station.

As the historic downtown of Peabody, the North River Corridor is a compact, walkable city center. The planning framework and specific redevelopment opportunities envisioned for the corridor revolve around enhancing pedestrian and social activity. Through our TDI program, the City developed **The North River Neighborhood District Plan**, which focuses on interventions and investments within the compact corridor, maximizing the collective of individual projects on the redevelopment of the corridor and connecting the Riverwalk to Main Street to unify the corridor and create a foundation for a walkable, vibrant, and mix used environment.

The City continues to implement actions outlined in the **Downtown Peabody Brownfield Revitalization and Economic Plan**. The City has pursued local, state, and federal grants for the Riverwalk vision. The City dedicated \$179,000 to develop vision plans, conduct due diligence investigations to identify environmental concerns, and secured \$250,000 to assess the condition of the North River Canal wall and develop a preferred wall rehabilitation alternative plan, and develop 25% design plans for the Riverwalk. The rehab wall plan requires impacted soil from behind the canal wall to be excavated and removed and further environmental assessment is necessary prior to rehabilitating the wall which stretches the entire length of the six priority brownfields properties. The City has developed a well thought out strategic plan to develop the Riverwalk vision and these grant funds are critical towards the success of this project. The City's dedication to the Riverwalk signals a commitment to the future welfare of the community and provides opportunities to create other synergies and efficiencies with the North River Corridor and downtown plan.

ii. Outcomes & Benefits of Redevelopment Strategy: The economic benefits of unlocking the potential of brownfields in the North River Corridor are significant. The City's approach to invest in this public infrastructure project, the Riverwalk, will stimulate private investment on adjacent properties within the corridor. Redevelopment of these underutilized adjacent properties will return them to a more active use, generating local tax revenue and economic activity. The goal toward redevelopment opportunities in the corridor include new or renovated buildings, public infrastructure improvements, and open space enhancements that will enhance public benefit to downtown business operators as well as the target area community.

The City has targeted several infill development sites in the North River Corridor to spur redevelopment opportunities. Private development and investment in the target area are the primary ingredient of successful revitalization and the underlying objective of the City's Economic Development Plan. Funds from this grant program will further the development of the Riverwalk and make a multi-purpose connection between the new greenway and adjacent properties. The economic benefits of the assessment and eventual cleanup and redevelopment of brownfield sites are readily apparent. With this grant, we anticipate continuing to support the redevelopment of the corridor into an economic asset and create the groundwork for transformative economic and community development in the target area.

The corridor is prone to flooding from storm events and is a major issue in downtown Peabody. Several strategies have been proposed and select steps have been taken to mitigate some of these issues. The solutions that offer the greatest results also come at the highest costs and involve major infrastructure improvements. The City has determined that a majority of these improvements are unlikely to be funded because they are unlikely to provide sufficient results to justify the costs.

Rather than focusing on these major infrastructure solutions, the North River Corridor plan focuses on project-scale solutions that will contribute localized improvements while also educating the community and developers about the strategies to be implemented. This approach includes streetscape designs that capture stormwater, buildings that hold water and use water on site, and an educational network that weaves throughout the public realm. Most importantly, the Riverwalk design plan, focuses on utilizing the greenway to flood and create detention areas for flood water to be stored and slowly released downstream.

Ultimately, the City's goal is to strengthen economic opportunities and reinvestment in the target area. The strategy for implementing the plan includes, strengthening the downtown by working with property owners by providing incentives for entrepreneurs and start-ups with potential to create a regional draw an service local customers, actively encourage more housing and mixed use redevelopment project to eliminate vacant underutilized properties that create perception of blight, and integrate more open space, recreational amenities, civic gathering areas to connect the target community and surrounding neighborhoods and create a draw to the corridor.

#### 1.c Strategy for Leveraging Resources

i. Resources Needed for Site Reuse: The City of Peabody has demonstrated the ability to leverage additional funds from diverse sources for the assessment, cleanup and successful redevelopment of Brownfield sites. The Peabody Department of Community Development and Planning (DCDP) has over 45 years of combined experience leveraging various funding sources. Over the past three years, the DCDP has received over \$6 million in state and federal funding for economic and environmental benefits for the public. Virtually all of the City's successful redevelopment and infrastructure improvement projects have relied on leveraging funding from a variety of sources. The **Salem/Peabody Coalition Brownfield RLF Program** is fully committed to the success of this assessment program and the RLF program is anticipating providing gap funding for cleanup and redevelopment projects in the corridor spurred by the assessment grant program and development of the Riverwalk. In 2015, Downtown Peabody and the North River Corridor was designated as a **TDI District** through the MassDevelopment Program. This partnership has committed to assist the City and will continue to leverage our combined resources with environmental assessments on key properties within the corridor. ***Currently, the following sources have been allocated towards the assessment, remediation, and/or redevelopment and revitalization strategy for the six (6) priority Sites located within the North River Corridor and the proposed Riverwalk:***

Source	Purpose/Role	Amount (\$)	Status
Community Development Block Grant (CDBG)	Reuse planning and due diligence investigation	\$179,000	Secured & Ongoing
Commonwealth of Massachusetts - PARC Grant	Acquisition of 24 Caller Street; priority site in target area	\$142,600	Negotiating Purchase & Sales Agreement w/ owner
MassDevelopment Brownfield Program	Site Assessment 24 Caller Street; priority site in target area	\$98,000	Secured & Pending
Commonwealth of Massachusetts – Municipal Vulnerability Program (MVP)	Engineering assessment, 25% design plans and cost estimates to rehab canal wall and establish Riverwalk design plans	\$224,216	Secured & currently in preliminary design phase

The City anticipates continuing to pursue all project eligible funding source opportunities to implement the Riverwalk project and spur redevelopment of the corridor. Several funding sources for the acquisition, design/permitting, and construction of the Riverwalk have been identified by the City. ***The City will apply for all project eligible funding sources available, specifically for open space purposes, the City will seek MA PARC Grant funding, MA Gateways Communities Park Program, for environmental cleanup purposes, the City will seek EPA Brownfield Cleanup Program funding, and MassDevelopment Brownfield Program funding.***

The City has been successful with the above funding sources and has a strong relationship with these programs. The State grants have provided monies to support Peabody's urban park and stormwater management projects and their continued support is anticipated during the duration of this project. MassDevelopment is the state's economic development and finance agency and has provided funds for several private and public brownfield projects in Peabody. As mentioned, Peabody, and specifically the North River Corridor, was selected as part of their TDI District which is designed to enhance local public-private engagement and community identity; stimulate an improved quality of life for local residents; and spur increased investment and economic activity. The City's success with these funding programs and ability to secure additional funding are vital toward the

success of the Riverwalk project. The EPA Community-wide assessment funds the City is seeking in this proposal are critical toward the City's ability to leverage those additional funding resources and will be utilized efficiently to ensure overall success of this assessment program.

ii. Use of Existing Infrastructure: The North River Canal wall is currently in a dilapidated state and in need to be rehabilitated. The City is currently in the preliminary design phase on the canal wall rehab project. The Canal wall rehab project is evaluating five replacement alternatives and several alternatives include rehabbing the existing wall. In addition, the majority of the target area is located in the 100-year FEMA flood zone. The City intends to incorporate sustainable solutions to mitigate flooding in the target area. The City plans to utilize green infrastructure options for flood control versus traditional "grey" infrastructure alternatives. Use of green infrastructure is a crucial component to the project. Finally, the City will be able to utilize existing City infrastructure readily available in the target area, such as water, sewer, gas and electricity to support future redevelopment and reuse activities in the corridor.

## **2. COMMUNITY NEED & COMMUNITY ENGAGEMENT**

### **2a. Community Need**

i. The Community's Need for Funding: The target area is largely contained within the census block, tract 2018, group 2. The target area and several adjacent/nearby block groups qualify as an ***Environmental Justice (EJ) Neighborhood*** as defined by the EJ Policy of Massachusetts Executive Office of Energy and Environmental Affairs; where ***median household income is at or below 65% of the statewide median income; at least 25 percent of residents are minority, and, at least 25% of the residents are lacking English proficiency.***

During the last decade (2000-2010) Peabody's population increased 7%, more than twice the percentage increase of either Essex County or Massachusetts. This has put a burden on City resources. The City has also experienced greater racial and ethnic diversification over the 2000 to 2010 period, when compared with Essex County or the State. Total employment in Peabody has declined by nearly 2,700 jobs from 26,360 (2002) to 23,683 (2012), a 10% decline. ***In addition, the Census Bureau's American Community Survey (ACS) indicate that adults 65 years of age or older living in poverty in Peabody increased from 7.4% to 9.8% between 2000 and 2010.***

The brownfields in the corridor are adjacent to businesses and densely populated residential structures putting sensitive populations that work or reside within the corridor at potential risks of exposure to contaminated soil, groundwater, surface water, soil gas, air and hazardous building materials associated with these sites. Many of the sites in the target area are regulated by the MassDEP and require response actions under the MCP, the voluntary cleanup program in Massachusetts. ***The combination of the blight, abandoned properties and brownfields has resulted in developers and business avoiding the area, further reducing the City's tax base.***

***Preliminary cost estimates to repair the canal wall and address flooding concerns and the effects of climate change in the target area are estimated to be in the vicinity of \$5 Million.*** The City needs this EPA grant to provide the resources necessary to carry out the required assessment and cleanup/reuse planning for the 6 priority properties located along the canal and support City's effort to improve the quality of life of the target community.

### **ii. Threats to Sensitive Populations**

1. Welfare of Sensitive Populations: The brownfield sites within the target area suffer from lack of investment, resulting in large vacant parcels of underutilized properties in the corridor adversely impacting the quality of life in the downtown community. The North River corridor community has become an area of disinvestment with great social and economic needs. The blight and lack of upkeep associated with the North River corridor has decreased property values, increased crime and reduced local property tax revenues for years. Long-time businesses and new business co-exist in the target area, yet considerable turnover occurs. The corridor's economic health has limited the amount of market-rate housing in adjacent neighborhoods. The makeup of the population in these neighborhoods has a direct impact on the businesses within the corridor, for they comprise the trade area for most of the target businesses. The target corridor's weak market values, related in part by the 100-year

floodplain of the North River, have created a climate of uncertainty and disinvestment in the corridor. The densely populated Downtown target area has many sensitive populations living and/or working in close proximity to these Brownfield sites, exposing them to contaminants on a daily basis via dermal contact, ingestion, and/or inhalation. This brownfield program will allow the City to assess and develop the Riverwalk and cleanup the corridor and spur redevelopment on adjacent Riverwalk properties into much needed businesses and diverse housing, as well, a recreational amenity within the North River Corridor. This will provide welfare benefits through the elimination of factors that currently inhibit redevelopment opportunities and will preserve and enhance the natural and historical character of the North River Corridor District, and result in a reduction of blight in the corridor.

2. Greater Than Normal Incidence of Disease & Adverse Health Conditions: In a heavily urbanized community, there are significant health risks associated with living in a contaminated environment. With a substantial amount of land taken up by contaminate sites, the target area's limited availability of recreational open space exacerbates public health problems that disproportionately affect the target area. According to Massachusetts, Essential School Health Services Report, Peabody's high level of childhood obesity rate is almost 25% greater than that state average

The assessment and ultimate remediation of brownfields in the dense, built up urban target area will reduce public health risks associated with living in contaminated environment. Many of the sites, such as previous sites assessed, have heavy metals in surface soil. The surrounding public is exposed to contaminants such as heavy metals, or asbestos from fugitive dust emissions. The development of these brownfield sites within the North River corridor will mitigate environmental impacts and improve public health.

3. Economically Impoverished/Disproportionately Impacted Populations: The presence of brownfields in addition to the flooding in the target area is a major roadblock to the implementation of the North River Corridor District Plan and Riverwalk Plan and hinders the City's long-term economic growth. For example, in a survey conducted for the Downtown Peabody Brownfield Revitalization & Economic Development Plan, insurance and banking professionals interviewed for the study said both the unknown extent of contamination and flooding had caused a lack of investment in the corridors Study Area, by both new business ventures or reinvestment by existing businesses. There is little incentive for businesses to invest in real estate on potentially contaminated sites within the flood plain given the unknown extent of cleanup costs and risks of lost assets and income. Numerous businesses have left the corridor since the 2006 flood event, including lawyers, accountants, and other professionals. Several downtown institutions, such as banks, have relocated their headquarters elsewhere. This decline in the daytime population has resulted in diminished consumer spending activity in the corridor.

Peabody is the largest community in eastern Massachusetts that is not directly served by the MBTA commuter rail network. The City conducted a Trolley Feasibility Study and found that 4,353 housing units and nearly 9,000 inhabitants are within a 10-minute (1/2 mile walk) of the North River Corridor. This constitutes approximately 20 percent of Peabody's population and housing. The nearest train depot to the target area is located 1.3- miles away at Salem Commuter Rail Station. The bus services offered in Peabody are mostly oriented toward linking the two nearby malls with Lynn and Salem via Peabody. The routes are limited, and their schedules have a very limited utility for trips to and from Boston, where the majority of jobs available to area residents are located.

The goal for this assessment program is to develop the Riverwalk creating a greenway in downtown Peabody and providing an alternative mode of transportation linking the North River Corridor to the Salem Depot. The North River Corridor extends into neighboring Salem and is connected to the Salem Depot Commuter Rail Station. In 2012, through our EPA Coalition Assessment Grant program, Peabody partnered with the City of Salem and developed a North River Vision Plan that focused on developing the Riverwalk between the two communities to create a continuous pedestrian greenspace from downtown Peabody to Salem Depot Commuter Rail Station. The development of the Riverwalk will accommodate flood storage, remediate existing brownfield sites and revitalized the overall health of the river via an ecological corridor thus creating a uniquely energized urban greenway experience for the target community.

## 2b. Community Engagement

i. Community Involvement: The City has established a strong relationship with community organizations and have partnered with the following community organizations for this Assessment program:

Community Organization	Point of Contact (name, email, phone)	Description	Service They Will Provide to Brownfield Assessment Program
Salem/Peabody Brownfield Revolving Loan Fund Program	Tom Devine, Senior Planner, <a href="mailto:tdevine@Salem.com">tdevine@Salem.com</a> 978-619-5682	Committed to promoting the Assessment Program. In addition, they will work to leverage resources for redevelopment opportunities in the North River Corridor & serve on the Steering Committee which will be involved with site selection.	Host public meetings; Post outreach materials; Support redevelopment opportunities and become involved in site selection, cleanup and reuse / redevelopment planning process.
Peabody Chamber of Commerce	Jenna Coccimiglio, Director, <a href="mailto:director@peabodychamber.com">director@peabodychamber.com</a> 978-531-0384	Work with the DCDP to inform their members about the sites and the role of the Brownfields program, provide notification of public meetings, project updates, and community outreach.	Participate on steering committee; Educate their constituency on Brownfields program; Host design charrettes. Be involved in cleanup / reuse planning process
North Shore Community Development Coalition	Mickey Northcutt, CEO, <a href="mailto:mickey@northshorecdc.org">mickey@northshorecdc.org</a> 978-745-8071	Will promote the Brownfields Assessment Grant Program to organization stakeholders, for sites with potential redevelopment opportunities of previously undeveloped and underutilized properties.	Participate in community outreach & help engage residents; Help identifying the needs & interests of target area residents during site selection & reuse planning process
Salem Sound Coastwatch	Barbara Warren, Director <a href="mailto:barbara.warren@salemsound.org">barbara.warren@salemsound.org</a> 978-741-7900	Will work with DCDP to educate their members about the sites and the role of the Brownfields program in their community, and assist in community outreach.	Participate in steering committee; be involved in site selection and provide educational programming

ii. Incorporating Community Input: The City has a well-established program involving the community and property owners and several citizen groups in the target area. The target area business owners have direct access to events and learning opportunities through the DCDP business liaison staff member as do several citizen groups. We plan to notify the communities and our target area and will plan on providing the outreach activities as follows:

Outreach	Activity Description
DCDP & community partner organization Websites	City website maintains a Brownfield Program section. This will be updated to include public meetings, meeting minutes, project updates, and reports, which will be regularly updated. Partner community organizations will also have information or links on their websites.
Information Repository	DCDP office at City hall will serve as the location for hard copies of all program-related documents for review by the public. Our office is located adjacent to the target area.
Public Meetings	Public meetings will be held during and after the project selection process for each site. We anticipate up to 6 meetings during this grant cycle. Meetings will be located in the target area and will be held outside of normal working hours to increase attendance. Public meeting announcements and project updates will be broadcast through our social media outlets.
Newspaper Releases	Announcement of grant funding will be publicized extensively in local newspapers. Public meetings will also be advertised in community newspapers. Press release success stories.

Brochures and Flyers	City will distribute Brownfield Program brochures and meeting flyers at municipal offices, chambers of commerce, and a pdf of the brochure will be available on the City website.
E-Mail	The City and project partners will utilize their e-mail to announce and promote the program, communicate progress, solicit input and provide feedback, and advertise meetings.
Social Media	The City will utilize Facebook, Instagram, and Twitter to promote the program, communicate progress, solicit input, advertise meetings and highlight successful Brownfield redevelopment.

All public meetings will take place in a facility that is handicap accessible and if any other special need is identified, we will accommodate it. It is not anticipated that there will be any language barriers, however, if any arise, the City will provide translation services and will accommodate any communication barriers identified.

### 3. Task Descriptions, Cost Estimates, and Measuring Progress

3a. Descriptions of Task Activities: *Costs have been estimated based upon past grants & experience with tasks.*

**Task 1: Cooperative Agreement Oversight-** During the lifetime of the grant, the City will be responsible for management and execution of the cooperative agreement oversight activities which include: EPA Reporting (ACRES, MBE/WBE, and Quarterly Reports, etc.); the procurement (months 0-3) and management of qualified environmental professionals (QEP), manage project coordination with stakeholders, and oversee technical aspects of work completed as part of program. ***Task 1 Outputs: EPA Reporting (ACRES, 3 annual MBE/WBE reports, 12 Quarterly Reports, etc.), prepare request for qualifications for QEP, and general cooperative agreement management. Attend National Brownfields Conference. Task 1 Budget: Personnel Time = \$3,623.28; Brownfield Conference one attendee (travel, lodging, per diem) = \$1,500.***

**Task 2: Community Outreach and Involvement.** During the lifetime of the grant, the City will lead efforts to inform and engage the public, with a focus on input into Cleanup/Reuse Planning. Outreach materials will be prepared for posting on the City's website and social media platforms. Updates will be made to the City's website to include the Brownfield Assessment Program information. The City will conduct outreach to local and regional press and media outlets. The City will create promotional material to publicize meetings and ensure the target area audience is fully engaged. During months 3 – 6 of the grant period, the City and the QEP will update the existing inventory to identify additional priority sites within the target area. ***Task 2 Outputs: Outreach materials, flyers, website updates, public notices, exhibits, Power point presentations, handouts, and coordination with project partners, updated City brownfield inventory and map. Task 2 Budgets: Personnel time = \$1,318.30; QEP = \$8,500 (\$170x50hrs); materials & supplies = \$1,000.***

**Task 3: Phase I Environmental Site Assessments and Phase II Environmental Assessments.** During months 6 – 24 of the grant period, Phase I Environmental Site Assessments (ESAs) will be completed in accordance with the most current American Society for Testing and Materials (ASTM) Standard Practice for Environmental Site Assessments: E 1527-13 and EPA's "All Appropriate Inquiry". The QEP will conduct the Phase I ESAs. City personnel will review reports for accuracy and completeness. Based on the results of the Phase I ESAs, site-specific Quality Assurance Project Plans (QAPPs) will be prepared and approved by EPA prior to the commencement of field activities and Phase II ESAs will be completed to confirm or dismiss the presence of Recognized Environmental Conditions at each site in accordance with ASTM's most current Standard Practice for Phase II ESAs. The QEP will conduct the Phase II ESA assessment work and will also be responsible to enroll sites into the state's voluntary cleanup program (if appropriate) and prepare report(s) for state regulatory compliance. ***Task 3 Outputs: Complete nine (9) Phase I ESAs; six (6) QAPPs and Phase II ESA. Task 3 Budgets: Personnel = \$1,781.14; QEP = Phase I ESAs - \$45,000 (9x\$5,000) + QAPPs & Phase II ESAs - \$191,000 (6x\$31,833.33)***

**Task 4: Reuse Planning.** During months 24-36 of the grant period, results of Phase II ESAs will be used to by QEP to develop an Analysis of Brownfields Cleanup Alternatives/Remedial Action Plan (ABCA/RAP) for each site. ***Task 4 Outputs: Six (6) ABCA/RAPs. Task 4 Budgets: Personnel = \$4,227.28; six (6) ABCA/RAPs \$42,000.00 (6x\$7,000).*** The city is confident all work can be completed within 3 years.

### 3.b. Cost Estimates and Outputs

	Task 1 Cooperative Agreement Project Oversight	Task 2 Community Outreach & Involvement	Task 3 Phase I & II ESAs and QAPPs	Task 4 Cleanup & Reuse Planning	Total
Personnel	\$2,427.60	\$991.22	\$1,339.20	\$3,216.00	\$7,974.02
Fringe Benefits	\$1,195.68	\$327.08	\$441.94	\$1,061.28	\$3,025.98
Travel	\$1,500.00				\$1,500.00
Equipment					
Supplies		\$1,000.00			\$1,000.00
Contractual		\$8,500.00	\$236,000	\$42,000	\$286,500.00
<b>Total</b>	<b>\$5,123.28</b>	<b>\$10,818.30</b>	<b>\$237,781.14</b>	<b>\$46,277.28</b>	<b>\$300,000.00</b>

3.c Measuring Environmental Results: The City will prepare quarterly reports and enter program measures into ACRES on an ongoing basis in order to track, measure and evaluate progress in achieving outputs, outcomes and project results and ensure that grant funds are expended in a timely and efficient manner and within 3 years. This process has been followed during past grants and has been both successful and effective. If a project is not on schedule, the issue will be documented in the quarterly report and a corrective action plan will be implemented. Through our Community Outreach efforts, the City will solicit the public for input on the Riverwalk assessment and cleanup/reuse planning process. The City will continue to measure project success beyond the completion of this Brownfield Assessment program including acres cleaned up, institutional and environmental controls, number of jobs created, and redevelopment and other leveraged accomplishments.

### 4. PROGRAMMATIC CAPABILITY

i. Organizational Structure: The City of Peabody has demonstrated success in the management of EPA Brownfield funds, and other state and federal grants, and would continue utilizing these successful approaches for effective program management. The City has an established relationship successfully and effectively working with redevelopment and QEP firms. The project manager of this Assessment application assisted with the grant management of the EPA Cleanup grant, Coalition Grant, and current Brownfield RLF program. The Steering Committee will facilitate quarterly meetings to ensure the Assessment program is successfully meeting the established deadlines and outlines in our Work Plan and all work is completed within 3 years. The City and this Assessment program project manager have developed expertise in EPA reporting requirements and will provide progress updates in a timely fashion to keep our Assessment program on track.

The City's Project Manager, Mr. Callahan, understands the administrative requirements of EPA grants. Mr. Callahan assisted with the management of previous EPA Assessment and Cleanup grants. Mr. Callahan regularly meets with QEPs to discuss the use of EPA Brownfield RLF funds and how to prioritize spending those funds for potential redevelopment sites. Mr. Callahan's ability to manage EPA Brownfield grants and effective communicative skills with QEPs, stakeholders, and the community as well as understanding of the complexity for redeveloping brownfield sites is an asset to the program. The City has worked closely with previous EPA Project Officers and has also presented at local and nationally brownfields forums, including *Brownfields 2013* Conference in Atlanta.

ii. Acquiring Additional Resources: The City's program project manager will immediately initiate the process to procure a QEP to: support community engagement activities; develop QAPP's; conduct Phase I and Phase II ESAs; and develop cleanup and reuse plans. The City will advertise a Request for Qualifications (RFQ) to hire a QEP firm to conduct these services. The procurement will be conducted in conformance with the Massachusetts General Laws, Chapter 30B, Section 6 and Chapter 7, Section 22B. Qualified Minority Business Enterprises and Women Business Enterprises (MBE/WBE) will be encouraged to respond the City's RFQ.

The City has an existing site access agreement that was developed under previous brownfields grant programs. The access agreement template has been reviewed and approved for use by the City's legal counsel. The City has experienced working with property owners and negotiating site access agreements and appreciates property owner concerns and liability issues that typically arise in preliminary discussions. The City's up-front approach during these discussions has a proven track record as evidenced through our previous successful brownfield programs.

#### 4.b Past Performances & Accomplishments

##### i. Currently Has or Previously Received an EPA Brownfields Grant:

##### 1) Accomplishments

Grant/Number	<b>EPA Coalition Assessment Grant – BF-96113201-0</b>
Performance Period:	<b>8/12/2009-8/12/2013</b>
Accomplishments:	City met or exceeded initial work plan estimates: * Assessed a total of 13 properties and completed 13 Phase Is, 12 Phase IIs. * Compiled a brownfields inventory and affiliated GIS map * developed a detailed site evaluation, prioritization, and selection criteria * implementation of a community outreach and involvement plan * reuse planning for redevelopment of several key parcels within the target area and conceptual reuse plans for the North River Riverwalk connecting Peabody Square to Salem's commuter rail station.* <i>The Coalition's Program and a poster of the Conceptual reuse plan for the Riverwalk were both presented at the Brownfields 2013 in Atlanta. The Riverwalk design was selected for the "Best Planning Project" award by the APA Massachusetts Chapter.</i>
Grant /Number:	<b>EPA Cleanup Grants -BF-96132301-0</b>
Performance Period:	10/01/2010 - 9/30/2013
Accomplishments:	Remediation and redevelopment of <b>45 Walnut Street</b> , a 1.3-acre former vacant tannery in the heart of the downtown target area. Project leveraged \$750,000 and created a new open space, climate resilient park.
Grant/Number:	<b>EPA Revolving Loan Fund (RLF) Coalition Grant - BF-96191901-0</b>
Performance Period:	10/01/2014 – 9/30/2019
Accomplishments:	The RLF Coalition has funded the cleanup and redevelopment of one loan project, compiled of three (3) parcels and totaling 3.14 acres. Community Outreach, Education and Marketing Activities.

##### 2) Compliance with Grant Requirements:

Grant/Number	<b>EPA Coalition Assessment Grant – BF-96113201-0</b>
Performance Period:	<b>8/12/2009-8/12/2013</b>
Compliance:	City is in compliance with all requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., were all prepared and submitted on time. A one-year extension was granted, and all assessment funds were expended within the grant period.
Grant /Number:	<b>EPA Cleanup Grants -BF-96132301-0</b>
Performance Period:	<b>10/01/2010 - 9/30/2013</b>
Compliance:	City is in compliance with all requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., were all prepared and submitted on time. All Cleanup funds were expended within the grant period.
Grant/Number:	<b>EPA Revolving Loan Fund (RLF) Coalition Grant - BF-96191901-0</b>
Performance Period:	<b>10/01/2014 – 9/30/2019</b>
Compliance:	The RLF program has issued its first loan and is up and running, earning \$125,000 in program income. The Cities of Peabody & Salem are in compliance with all grant requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., have all been prepared and submitted on time. The program currently has \$635,645.29 in available funds.



## **CITY OF PEABODY, MA**

### **Proposal to US Environmental Protection Agency Brownfields Assessment Grant**

**RFP No.: EPA-OLEM-OBLR-18-06**

#### **Response to Threshold Criteria for Assessment Grant**

##### **Section III.B.**

##### **1. Applicant Eligibility**

Eligibility Entity: The City of Peabody is a "General Purpose Units of Local Government" as defined under 40 CFR Part 31 and is eligible to apply for funding through EPA Brownfields Assessment Grant Program.

##### **2. Community Involvement**

A priority for the City of Peabody is meaningful involvement by the community and residents most impacted by the assessment and cleanup of brownfields in the target area. Under previous federal and state grant programs, such as our former EPA Brownfield Coalition Assessment Grant and Massachusetts Municipal Vulnerability Preparedness Program, the City of Peabody is experienced with the process of notifying and engaging the public in environmental and land use decisions that will have significant local impacts.

Based on the City's previous planning experience we have developed community involvement plans that have proved effective. The City will hold community meetings to inform residents and property owners of the anticipated site assessments. Meetings will be held at a public building in Peabody to answer all questions. The City uses a multimedia approach to communicate with the community, including local newspapers, city website, social media platforms, and special meetings. The City provides interpretive materials for non-English speaking citizens and accommodate those who are hearing and visually impaired. Assessment Grant Program information will be presented in concise non-technical language understandable by a broad audience.

##### **3. Expenditure of Assessment Grant Funds**

The City does not have an active EPA Brownfields Assessment Grant.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

01/31/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

### State Use Only:

6. Date Received by State:

7. State Application Identifier:

### 8. APPLICANT INFORMATION:

\* a. Legal Name:

City of Peabody

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

04-6011407

\* c. Organizational DUNS:

0621585630000

### d. Address:

\* Street1:

24 Lowell Street

Street2:

\* City:

Peabody

County/Parish:

Essex

\* State:

MA: Massachusetts

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

01960-5446

### e. Organizational Unit:

Department Name:

Community Development

Division Name:

Planning

### f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

\* First Name:

Brendan

Middle Name:

\* Last Name:

Callahan

Suffix:

Title: Assistant Director of Planning

Organizational Affiliation:

City of Peabody

\* Telephone Number:

978-538-5780

Fax Number:

978-538-5987

\* Email:

brendan.callahan@peabody-ma.gov

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

\* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

US EPA Brownfield Community-Wide Assessment Grant for Peabody, MA

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**

\* a. Applicant

6

\* b. Program/Project

MA-006

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date:

10/01/2019

\* b. End Date:

09/30/2022

**18. Estimated Funding (\$):**

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☒ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☐ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number: Fax Number: \* Email: \* Signature of Authorized Representative: \* Date Signed: